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ABSTRACT

The text of four papers read at the hearing of the Canadian Commission for the Community College, October 1969, are included in this report. Each paper is preceded by a short abstract, and the papers review the following topics: (1) the role of the community college in meeting community needs; (2) the philosophy and function of the community college and its relationship to other educational institutions; (3) systems of community college finance, with a critical look at grant systems; and (4) a definition of the community college, with a listing of the major problems and issues in the areas of philosophy, staff, students, programs, accreditation and articulation, governance, finance, and the future. (MC)

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REPORT OF THE HEARING BY THE CANADIAN COMMISSION FOR THE COMMUNITY COLLEGE

Edited by

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and

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LOS ANGELES

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CLEARINGHOUSE FOR
JUNIOR COLLEGE
INFORMATION

The papers contained in this report were presented at the Hearing of the Canadian Commission for the Community College held in Edmonton, Alberta in October, 1969. The Hearings were hosted by the Department of Educational Administration at the University of Alberta.

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AGENDA

HEARING BY THE CANADIAN COMMISSION FOR THE COMMUNITY COLLEGE EDMONTON, OCTOBER 24, 1969, LISTER HALL

Presentation and discussion will take place in the following order, time to be apportioned as required:

Dr. G.L. Mowat

A. FORENOON: 9:00 a.m. to 11:45 a.m.

1. H.A. MacNeil, Superintendent, Edmonton Separate School District; "Colleges To Meet Community Needs"

   Dialogue between Speaker and Commissioners

2. A.M. Kristjanson, Academic Planning Officer, The Universities Commission; "Philosophy, Function and Articulation"

   Dialogue between Speaker and Commissioners

3. P.J. Atherton, Associate Professor, University of Alberta "Systems of Financing Community Colleges - A Critical Look at Grant Structures"

   Dialogue between Speaker and Commissioners

4. Open Discussion

B. AFTERNOON: 1:30 p.m. to 4:00 p.m.

1. F.C. Thiemann, Associate Professor, University of Alberta "Major Problems and Issues for Canadian Community"

   Dialogue between Speaker and Commissioners

2. H. Kolesar, Chairman, Alberta Colleges Commission; "The Role of the Canadian Commission fot The Community College"

3. R.B. Gwilliam, Commissioner, "The Role of the Canadian Commission for the Community College"

4. Open Discussion

ADJOURNMENT

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W.B. PENTZ, President, Mount Royal Junior College
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COLLEGES TO MEET COMMUNITY NEEDS

H.A. MacNeil

Edmonton Separate School District

Abstract

Social changes in recent times have made it imperative that educational opportunities in the post-secondary field be expanded at all levels of Canadian society.

In 1965, and in subsequent reports, the Economic Council of Canada has emphasized the relationship between raising the national level of education and the maintenance and improvement of economic standards. In these reports, the Economic Council was referring to increased education for every citizen in Canada.

Traditional institutions in the post-secondary field are not assuming the new roles necessary for the post-secondary education of a large proportion of students. Community colleges are needed to fill the gap and to provide extended educational opportunties.

To effectively widen educational opportunities the community college must be community oriented. It will serve the needs of the community and the individual by providing a wide variety of courses in all fields: general education, continuing education, terminal programs, and transfer programs. The community college will be interested in every individual in the community and will attempt to seek out the needs of the community and the individuals and provide for these. The college will have an 'open door' policy with heavy emphasis on guidance and will be flexible in programs and services.

This community college concept would help to narrow the gap between what is and what might be, in providing for the needs of the individual and society.

Abstracter - D. Garth Bryans

COLLEGES TO MEET COMMUNITY NEEDS

H.A. MacNeil

Rigid and far reaching social changes in recent times have created serious problems in the post-secondary education field. The "knowledge explosion," and the "technological revolution" make it imperative that educational opportunities be expanded at all levels in society.

In 1965, the Economic Council of Canada told us bluntly what had to be done in raising the standard of education levels, if we hoped to maintain and improve our economic standards. The Council stated:

> "Very considerable scope would appear to exist in Canada to promote the growth of average per capita income by improving the educational stock of the labor force. The accumulating evidence and analysis suggest that the benefits from such improvements can be substantial for both the individuals and the economy as a whole."[1]

This advice has been repeated in subsequent reports.

I realize that I am not telling the members of this Commission anything that they do not know but, I think, that it is important for us to realize that the Economic Council was referring to increased education for each and every citizen in this country and not just to a certain segment.

Our problem, then, is to provide the appropriate educational opportunities for each of our citizens.

---

[1]The Economic Council of Canada, Towards Sustained and Balanced Economic Growth - Second Annual Review (Ottawa: Queen's Printer, 1965), p. 92.

The traditional institutions in the post-secondary field: the universities, technological institutions, and secondary schools, are not able or have not been willing to assume new roles which enable them to solve the problem we now face. I say this without reflection on any particular institution. Even here in our urban Edmonton situation, with excellent traditional post-secondary institutions we are failing many of our young people. Approximately 30% of our secondary students proceed to university, another 30% to the technical institutions and the remaining 40% look to private post-secondary schools, return to the secondary schools for further training, or enter the labor force with no further education.

The increasing interest in the community colleges across Canada is a heartwarming trend. However, it would appear that any post-secondary educational institution which hopes to widen educational opportunities in a community must be community oriented. It must meet the needs of the individuals in that community and of the community itself. The term, "community college," implies a community institution and in the words of Grant L. Fisher, in his study for the need of community colleges in Alberta stated:

> "The need exists in Alberta for programs of higher education which challenge and reward the brightest students; and programs in which the remainder of the top half of the ability spectrum can succeed and thus become more economically productive, better prepared to participate in government and social improvement, and more sensitive to and able to enjoy life. Every effort should be made to provide a diverse and flexible system of higher education which makes available to persons in all levels of income, experience, age, and ability and

with widely differing interests and motivation, programs which they may "invest in" or "consume"."[1]

We have borrowed the term, "community college", from the United States, and Leland L. Medsker, in his study of the United States Junior Colleges describes the comprehensive community college as a post-high school institution which:

"(1) offers a variety of educational programs of an academic and an occupational nature, day and evening, for full-time and part-time students,

(2) provides an opportunity for students to make up educational deficiencies,

(3) has a liberal admission policy,

(4) emphasizes a well developed guidance program,

(5) performs a variety of special services to the community, and

(6) insists on its rights to dignity on its own merits without attempting to resemble a four-year college."[2]

The term, "community college", is in some places synonymous with junior colleges. Unfortunately, junior colleges in this province and elsewhere have become pre-occupied with university studies and, as a result, have failed to serve the community. There have been good reasons for this emphasis on university programs but any college which attempts to serve only 30% of the post-secondary students will in all likelihood receive only 30% support from the community.

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[1]Grant L. Fisher, The Community College, Major Issues in Canadian Education, Department of Educational Administration, University of Calgary, June 1967, p. 19.

[2]Leland L. Medsker, The Junior College: Progress and Prospect. (New York: McGraw-Hill Book Co., Inc., 1960).

The college which has as its ideal the community concept will be interested in each person in the community as an individual. The college will have an "open door" policy with heavy emphasis on guidance services. It will seek out the needs of the community and individuals in continuing education and provide for these whether they be for a one day institute or a full year's course. It will fill the gaps in all areas of education in the community.

The community college based on this concept of community services will vary in programs and services from district to district.

The calendar of the Mount Royal College in Calgary describes that institution as follows:

> "Mount Royal Junior College is a Community College and by virtue of this definition its policy is to serve the community in areas where needs in education are discovered. The staff of the College must maintain a vital contact with all areas of community life, in order to be informed of the developments that may need the aid of an educational institution.
>
> Mount Royal Junior College acknowledges that it has an obligation to the community to seek to raise the level of education within it. Accordingly, it will consider admitting to the College any person, irrespective of race, colour, creed or previous educational background, who sincerely wishes to attempt to increase his skills and knowledge.
>
> The College will endeavour to offer a student so admitted, a program that is tailored to his own desires and abilities. It is our conviction that, given a normal ability and sufficient motivation, a student will be able to discover an

area in which he may profitably study. This may mean a frequent change of program or readjustment. It should rarely mean that a student is branded as a failure and it is therefore indicated to him that there is no place for him in an educational institution. In order to achieve this formidable task, all the resources of the College must be brought to bear. The Administration must be sympathetic and understanding. The Faculty must be devoted to teaching the student and not the subject. Each student is an individual seeking fulfillment and never loses the potential of success. The Counselling services deal with individual needs, and when these are discovered, designs ways and means of meeting these needs, be it personal problems or academic deficiencies. The College will have failed in its commitment to the Community if a student leaves its halls without having found some dimension of personal growth."[1]

This is a concept of the role of community colleges which I commend to you. It is an ideal which would help to narrow the gap between what is and what might be, in providing for the needs of the individual and society.

COMMUNITY COLLEGES: PHILOSOPHY, FUNCTION, AND ARTICULATION

A.M. Kristjanson

Academic Planning Officer,
Universities Commission, Alberta

Abstract

Philosophy

In the past we have subscribed to the belief of equality of educational opportunity, but we are now beginning to recognize that our present system gives many people only limited access to education.

A widely and well educated citizenry may be the one hope for dealing with developing social problems. This paper is principally concerned with showing what the special responsibilities and difficulties of educational institutions are likely to be. The aim of education is stated as the development of manhood rather than manpower.

All educational systems of the past and present are seen to be to some extent inhuman, nonhuman, and antihuman. We should devise a new flexible institution to determine and meet the presently unmet needs of the community with respect to education.

Function

Emphasis in the community college should be on people, ideas, programs, and accessibility. Perhaps the greatest need will be to provide significant guidance to the clientele who will consist of Grade XII graduates and adults of all ages irrespective of qualifications.

It should be a college of the streets and shopping centres, e.g. in Edmonton there might be an administration centre down-town with outlying centres in various shopping areas. Among its programs the college should offer special courses derived from the needs of the community. It should also offer some general programs of its own. Paper work and administration should be kept to a minimum.

Articulation

The college should offer whatever high school courses its students require and it should help the students to get to the right institution for their particular needs.

Another function the college might assume would be to persuade universities to be more flexible in their entry requirements.

Abstracter - D.E. Berghofer

COMMUNITY COLLEGES:
PHILOSOPHY, FUNCTION, AND ARTICULATION

A.M. Kristjanson

For years we have supported educational systems through public funds presumably because we believe that the educational processes we supported led to desirable results - that education helped the individual to develop more fully his human potential than if he were not educated; that a society of educated people was a richer society (not only in material goods, but that too) and in general a better society than one of non-educated or less well educated people.

We believed this firmly enough that we have made schooling (and hopefully education) for all compulsory to age sixteen in Alberta with similar regulations in many other jurisdictions. In simpler times there was presumably a belief that for most people by age sixteen they were fully processed or that this level of education was adequate to society's needs. We did recognize that a rather small proportion of our youth could profitably, for themselves and for the general society, be slightly encouraged to invest their time and money (by a small additional supply of public funds) in University education. We thus provided for our necessary supply of professional men, doctors, lawyers, engineers, teachers, accountants et cetera and even a few scholars, those who elected to take advanced work in the Arts and Sciences.

Of course it must have been recognized that a great many people did not receive anything like the amount of education they would have found profitable (in the broad sense of significantly developing their human potential). The proportion of the poor in this category was significantly greater of course than that of their richer fellows

Our times now are not simple. In spite of many injustices, exploitation of the weak, not too well developed a social conscience amongst many - compared to even a few years ago I believe we are more egalitarian, more concerned with human rights and are witnessing the rapid break-down of class structures and the concept of each person "keeping his place." At least via the ballot box the "common man" does have some power and must make decisions that affect the lives of us all. I believe the statement to be true made by Dr. J.F. Leddy, President of Windsor University - "Inferior economic opportunities and restricted political status were grave enough, but not so galling as limited access to education, which is now correctly judged the ultimate affront to the dignity of the individual. For centuries we have realized that by nature men desire to know, but we have been slow to concede that they are also entitled to know."

And then there are the large social problems whose solutions will demand the full development of all our human resources. A democratic society is particularly vulnerable to ignorance and lack of moral sensibility of its citizen members. The problems of pollution of our environment, of deteriorating quality of our lives in our great (or at least large) cities, of adequately feeding and clothing our increasing numbers and perhaps even doing something about the control of these increasing numbers of people - all these problems are with us now and becoming more serious all the time.

A <u>widely</u> and <u>well-educated</u> citizenry may be the one hope for recognizing and moving to solve these and other social problems. If in addition our educated man (and woman) can live more fully and significantly with himself and others, this will make the solution of the problems just alluded to worthwhile in the first place. Another influential force is described

by Sidney Tickton as "the effect that automation and mechanization are having on the number of jobs available for young people in our economy .... They have to be greeted with something better than a rejection mechanism, unemployment or various "make work" activities. There has to be something better and there is ---- education beyond the high school."

I am sure we have all read or heard dozens of definitions of "education" or "an educated man." At this time I would like to draw your attention to Robert M. Hutchins' recent book "The Learning Society" and I would like to quote just a little from this. ".....Education is taken to be the deliberate, organized attempt to help people to become intelligent.

I have chosen this usage because I am principally concerned to show what the special responsibilities, opportunities, transformations, and difficulties of educational institutions are likely to be. The family, the neighborhood, the community, the state, the media of communication, and the great number of voluntary organizations to which a human being may belong all take part, fortuitously or by design, in making him what he is. In this essay, I want to isolate, <u>for purposes of discussion</u>, the role of educational institutions. I know that this process of abstraction does not occur in the real life of an individual: it seems desirable for the sake of clarity.

In this view, education leads to understanding; it has no more 'practical' aim. It does not have as its object the 'production' of Christians, democrats, Communists, workers, citizens, Frenchmen, or businessmen. It is interested in the development of human beings through the development of their minds. Its aim is not manpower, but manhood.

The words of Comenius might stand as an epigraph for this essay. He said, in <u>The Great Didactic</u>:

'He gave no bad definition who said that man was a 'teachable animal.' And indeed it is only by a proper education that he can become a man.... The education I propose includes all that is proper for a man, and is one in which all men who are born into this world should share....

Our first wish is that all men should be educated fully to full humanity; not any one individual, nor a few nor even many, but all men together and singly, young and old, rich and poor, of high and lowly birth, men and women--in a word all whose fate it is to be born human beings; so that at last the whole of the human race may become educated, men of all ages, all conditions, both sexes and all nations.

Our second wish is that every man should be wholly educated, rightly formed not only in one single matter or in a few or even in many, but in all things which perfect human nature....'

In the light of this definition, all educational systems of the past and present are seen to be to some extent inhuman, nonhuman and antihuman."

John Maynard Keynes, the great economist, has stated that education is concerned with "the real values of life," with helping man "to live wisely and agreeably and well." I would also like to give you a definition of an "educated man" proposed by George Bernard Shaw: "an educated man is one who can entertain himself, who can entertain a friend and who can entertain an idea."

And please, whatever educational system we propose and support should provide an education that produces educated people.

If I seem to dwell too long on the changes in expectations and self-image of people in the recent past it is because I think that it is these very changes that have created a demand that cannot be denied and should not be denied for some kind of educational service that is not being

supplied by our public school system (including separate school), by our universities and by our technical institutes and vocational schools, at least as we know them now in Alberta.

A key question, I suppose, at this time is --- can our present institutions be modified to meet these demands or fill these needs or do we need another kind or kinds of educational institution?

If one recalls the long traditions, the rigid structures, the traditional modes of the long established systems of education (i.e. public schools and universities) I, at least, am very tempted to say --- let them make such reasonable and desirable modifications as they can to better serve their constituents but do not destroy themselves in trying to be all things to all men. They should define their proper function and then perform it. Let us then establish a new very flexible institution whose function is to determine the communities <u>unmet</u> educational needs and to establish programs to meet these needs.

<u>Function</u>

One thing I believe to be essential -- this new facility must be looked at from the view of people to be served, problems to be identified and solved, possibilities to be seized, potential to be developed -- we must avoid defining facilities in terms of departments, disciplines and facts. We cannot foresee at all clearly what the future holds. We <u>can</u> adjust our learning facilities to serve communal man and his changing needs as they change and are not elsewhere served.

Put another way -- when one speaks of a community college avoid conjuring up visions of a great concrete or brick mausoleum - it is people, ideas, programs and accessibility that are important, not buildings as such.

Perhaps the greatest need this new community educational centre can serve is to provide really significant consulting, guidance and information. It can become, for the community it serves, the recognized, known convenient and reliable source to whom members of the community can turn for advice on the satisfying of their educational needs. It is conceivable but not likely that these needs can be met by existing institutions so that counselling and guidance is the only necessary function of this educational centre. More likely it will become apparent that there are a large number of unmet educational needs -- these then become the basis for this community college's programs.

Who might be the clientele for our Communtiy College?

- Grade XII graduates who do not clearly wish to go to University or Technical Institutes, who either cannot get or do not wish to work, or if working wish to enlarge their experiences by evening or week-end educational experiences.
- Young adults, who may have not completed Grade XII, do not wish to go back to High School but feel a need for developing themselves.
- Adults of all ages and stages of whom one significant group is women in their thirties and forties with their youngest child at school.

The facilities of the College should be easily accessible, it should be a College of the streets and the shopping centres. For example, in the community of Edmonton I can visualize a College administrative centre downtown with outlying College centres say in a shopping centre in each of the four quarters of the city where parking is available. These centres would be staffed by counsellors or guidance people. There would be an affiliated coffee-shop with small tables with posters around that would jar people into meaningful discussions and conversations (more interesting

than comments on the weather) with perhaps some staff resource-conversationalists in attendance ever so unobtrusively. A library of paper backs and a classroom or two, at least one in which films or closed circuit T.V. can be conveniently shown.

Some programs could be presented centrally and appear simultaneously in all the centres via T.V. or V.E.R.B., et cetera. All learning media should be imaginatively used including the local educational T.V. channel and even old fashioned packets of printed materials.

In addition to advertising and promoting all educational programs occurring in the community (i.e. at Art Galleries, Libraries, the University, Technical Institutes, et cetera), these centres (or this system of centres) should provide special programs derived from the expressed demands of the community. These programs might serve the ends of educational upgrading, increasing vocational skills, deepening the enjoyment of leisure time, et cetera. The important point is that they should arise from consultation with the users and not be imposed arbitrarily by a few authoritarian purveyors of education.

In some slight contradiction to the previous statement, the Community College should offer some general programs of its own. There might be offered perhaps two general studies programs - one perhaps the equivalent of a full-year program although available over a longer period for part-time students and another of perhaps a two-year equivalent.

Any general program probably would do well to have a basic program in communication which could perhaps be presented in two sub-units such as:

1. Effective listening and understanding.
2. Effective reading and writing.

Other curricular units for a one-year general studies program might include:

3. Decision making

4. Man the Meaning Maker

5. Freedom and Responsibility

A two year general studies course might be based on the great cultural disciplines somewhat as given by Ortega Y. Gasset:

a) The Physical Scheme of the World

b) The Fundamental Themes of Organic Life

c) The Historical Process of the Human Species

d) The Structure and Function of Social Life

e) Man's Creative and Aesthetic Sensibilities

f) The Plan of the Universe

Another grouping for another kind of program might include:

- Advancing tecnhology and its consequences

- Suburban and municipal planning

- Local and national politics

- Labour and racial policies (the rights and duties of man)

- International relations

A number of questions come up. Is it necessary to formally recognize the student who takes these programs - by registration, marks, certificates, diplomas, et cetera? I would, at this time, only suggest that we not waste our energies in a great deal of pointless paper-work and administration.

The significant question of funding will be discussed by others. Any appreciable level of tuition fees of course tends to defeat the purpose of easy accessibility.

Articulation

The articulation of interest here refers to the connections or relations between the programs of a Community College and the other educational institutions or systems. The more unlike other institutions the Community College is, the less is the ease of articulation. If the counsellors in the Community College are immensely successful in steering everyone into the programs he really wants and needs in the institution he whould attend, the less the need for articulation. In general, of course, things do not work out that simply.

Vis-a-vis High School - Because of the reluctance of High School dropouts to return to regular High Schools, particularly as adults, the Community College almost certainly should offer some High School equivalent programs and obtain suitable recognition for their students.

Vis-a-vis Technical Institutes - One of the functions of a Community College should be to advise Community College students of the programs in Technical Institutes and to encourage those with suitable interests and aptitudes to attend the institution most suitable to them.

Vis-a-vis Universities - The University dropout should find programs of value in a Community College. The Community College student wishing to transfer to university usually faces two problems: 1) admission to a university, 2) recognition or credit for programs he may have engaged in at a community college. Perhaps the Community College might take a lead in persuading the universities that a student's Community College experience plus perhaps a satisfactory showing in one university evening credit class is equivalent to some arbitrary grade in a senior matriculation program at a High School.

SUMMARY

General Principles

1. Not enough people are interacting in our communal life with enough knowledge, imagination, enthusiasm and morality to preserve a healthy viable community or a healthy democratic society.
2. We have reached the stage in our social development where:
   (a) We cannot deny education to people because we believe it an affront to the dignity of man to do so.
   (b) Our social problems are such that we must develop the full human potential of as many as we can just to cope with these problems.
3. Often our most "practical" education is a general education or alternatively the education that people help define, plan and choose for themselves.

Functions

1. Within the bounds of feasibility (i.e. public support) to meet the educational needs of the community as these needs are expressed by members of the community and interpreted by the staff of the Community College.
2. To discover, encourage and develop community leaders.
3. To develop "responsible" followers. In a democratic society this does not mean docile acceptance of dictatorial leaders. It means responsible and rational and thorough criticism and evaluation of the statements, proposals and actions of decision makers at all levels of decision making.
4. To develop the individual so he can experience self-satisfaction and joy.
5. To develop a better community.

Finally, I wish to point out that I am aware that in this brief exposition I have probably raised more questions then I have answered; and that as we all know, the term Community College has different meanings to different people in different places. I have attempted, in very broad outline, to sketch out a meaning that a Community College could have in some places.

SYSTEMS OF FINANCING COMMUNITY COLLEGES - A CRITICAL LOOK AT GRANT STRUCTURES

Peter J. Atherton, Ph.D.

University of Alberta

Abstract

A continuing problem in financing junior colleges is the method of distribution of funds by provincial authorities. Three basic systems of distribution of provincial support are cited: (1) a per-student grant system; (2) a formula grant system; and, (3) a budget approval system.

The per-student system is supposed to balance low-cost courses with high-cost courses. Weighting can be included. An extra fee assessment to offset expenditures in communtiy colleges could discourage those the community college wishes to attract.

The formula grant system is used in cost analysis and budgetary appropriation. It is based upon the administration of organizational demands.

The budget approval system takes into account all factors that may result from differences in scale or location. It allows a high level of local decision-making except in some cases of intense scrutiny by Government departments.

The per-student and formula grants provide central control but are based on past experience. The budget approval system is strong where the others are weak, but weak where they are strong. A system which would include the strong features of all approaches should be sought.

Abstracter - John A. Bacon

SYSTEMS OF FINANCING COMMUNITY COLLEGES - A CRITICAL LOOK AT GRANT STRUCTURES

P.J. Atherton

I should like to talk in a general way today about systems of distribution of Provincial aid to community colleges.

It will be assumed initially that the trend towards the central financing of community colleges continues and that the problem to be faced is primarily a method of distribution of funds. However, it will be seen later that it is not always possible to separate the revenue dimension from the distribution dimension. It will also be assumed that there is a desire on the part of provincial authorities to emphasize local decision making in program.

Generally speaking there are three basic systems of distributing provincial support to community colleges.

1. A per-student grant system
2. A formula grant system
3. Budget approval systems

We will briefly examine some of the assumptions and limitations of each system.

Per-Student Grant Systems

The per-student grant systems may be thought of as a transfer from the type of financing common to universities in Canada whereby a straight sum per student or a weighted sum per student is paid directly to the institution and the specific allocation of funds left to the institutional authorities. This grant may or may not be supplemented by local revenues and fees to provide the total operating cost of the institution.

Of necessity the per-student grant, whether weighted for program differences or not is a reflection of average expenditure data gathered at some time in the past. Since the grant is based on average practice it is tacitly accepted that the grant will cover a variable percentage of the cost of providing different programs on the grounds that it costs differing amounts to offer different programs at the same institutions as well as among institutions. However, the assumption is made that the grant will "work out" in the end since the subsidy effect generated by low cost programs will offset the cost of the higher cost programs. May I suggest that this assumption is tenable only where the mix of programs among institutions is very similar. In other words, where the range of programs is markedly different from the range of programs which reflect the provincial average there is likely to be a wide variation in the proportion of total operating costs covered by the per-student grant.

To some extent this variation may be reduced by weighting different programs in accordance with program cost data, but nevertheless there still exist differences in the costs of offering similar programs in different institutions.

Such problems are not always obvious in college systems which have changed from a form of local cost-sharing to a centralized system since they were originally introduced as a form of stimulation aid in order to encourage local authorities to improve their educational offering. In this system, deficiencies in the per-student grant are to be expected, and these would be made up by local revenues. In a system of provincially financed community colleges the only alternative source of revenue is fee revenue. It is highly likely that a per-student grant based on average practice, which might be inadequate for smaller colleges would place the

burden of financing additional services upon the student body, the very people whom the colleges wish to attract.

The alternative is of course to rearrange college programs in such a way that the per-student grant together with the fee revenue, provides a subsidy effect which may be used to offset the costs of more expensive programs. I submit that this may not have altogether desirable consequences. Thus a community college may be forced into providing more programs such as first year University programs with limited options and no laboratory requirements to subsidize programs which might meet more immediate needs. In any event the effect may well be to influence unduly the direction of program development in any individual community college and I am not at all sure that the role of a support program should be to direct or influence programs. Of course these are problems only insofar as the level of support does not meet the per-student cost of offering the most expensive program in the most expensive institutions!

Formula Grants

Formula Grants are not widely used in Canada although they have been used for some time in the United States in the financing of institutions of higher learning, and some evidence of a movement towards this system in Ontario has been noted.

In general, formula grants utilize cost analysis data and budgetary appropriations are based on specific factors such as:

a. Instructional costs, determined by formula based on student-staff ratios in various programs, and average salary per staff member;

b. Administrative costs - usually as a percentage of the base instructional costs;

c. Library - based either as a percentage of the base instructional costs, or on a librarian: student ratio multiplied by the average salary of librarians;

d. Operation and maintenance of physical plant - determined as a percentage of the base instructional costs or a set amount per square foot of floor space.

Other factors that may be included in such formula are: Allowances for extension and community service work, research, student health services, secretarial staff, and the like.

Six states - California, Florida, Kentucky, Oklahoma, Tennessee and Texas - have made use of a formula system for the distribution of funds to state supported institutions of higher learning. However, of these six, only Oklahoma has a system of state operated junior colleges; in the others junior colleges are locally supported. Hence, experience in the effectiveness of this method of distribution of state funds in the support of junior colleges is very limited.

Some serious limitations of such formula have been noted:

1. They are based upon previous cost analysis figures and projected data, which may have little application in a system that is undergoing rapid change, as has occurred with junior colleges in recent decades;

2. Ideally, such formula are used for budget distribution by state agencies only, while the allocation of funds within individual institutions remains the prerogative of the institutional boards and administrators. However, in practice, such state-wide formula tend to have an effect upon the institutional allocation of funds;

3. Formulae and the cost analysis upon which they are based, have limited value in policy making because of the need for fiscal officials and educational administrators to base decisions on other important considerations, many of which involve value judgements concerning the importance of educational objectives.

The use of formulae in determining the amount of financial support is adequate only when there is a high degree of comparability among the institutions and there is definite evidence that some optimal relationship among various cost factors may be found. It presupposes that the rather general relationships which occur as the result of cost analysis are stable over time and that the status quo provides an optimal distribution. It is likely that any relationship, once established, is likely to lose accuracy the newer the colleges, and the more rapid their rate of growth, factors relevant to the Canadian scene.

Budget Approval

This system is already in use in the Institutes of Technology and Agricultural Colleges in Alberta as well as in the Ontario Colleges. A budget approval system is the only one which ensures that all factors which may result from differences in scale or location may be taken into account. It may permit a high degree of local decision making, although where budgets are subjected to the intense scrutiny of Government departments, the reverse situation may occur.

To summarize then:

The straight per-pupil grant and the formula system of apportioning funds are strong inasmuch as they provide for central control over the level of total expenditure and provide a measure of fiscal equity. They are weak inasmuch as they cannot take into account local variations and tend to utilize past experience as the basis for achieving an optimal allocation within institutions. There is also the problem to be faced that if the grant is inadequate and additional sources of revenue unavailable substantial deficits may occur.

The budget approval system tends to be strong where the formula approach is weak and vice versa. One solution to the problem of choice of approach would be to conduct a system which includes the strongest features of both approaches.

One such solution would be to provide for a system of budget approval for operating expenditures which, provided that certain constraints in the preparation of the budget were observed would receive automatic approval.

Among the constraints which might be included are:

1. A variable limit on full-time Equivalent Faculty/Student ratio

2. A limit to the percentage of total expenditure which might be expended on administration.

3. Annual increases in total budget should be limited to a figure based on a percentage increase in expenditure per F.T.E.

Such an approach might also require that budgets be prepared in program format, an activity which would require institutions to undertake a great deal of institutional research and planning.

MAJOR PROBLEMS AND ISSUES FOR CANADIAN COMMUNITY COLLEGES

in two parts

WHAT IS A COMMUNITY COLLEGE?

and

A LISTING OF MAJOR PROBLEMS AND ISSUES

F.C. Thiemann, Ph.D.
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Abstract

Thiemann provided a definition of the community college as a unique publicly financed institution meeting all the educational needs of the post-secondary non-university population, independent of the high school and university, but with possible overlap in some functions that might most effectively be met by a community college. Although the median length of the continuous program was envisaged as two years, programs could range from two-week terminal or intermittent periods to as long as four years according to the needs of the student. As a community college, it would be located to provide easiest access to the majority of possible clients. The scope of the programs would be isomorphic with the needs of the students, inclusive of but not restricted to university transfer programs, general programs oriented to both economic and socio-psychological development, vocational technical programs, leisure and community service programs, and further opportunity -- salvage programs for both the youth who have terminated their public school education and for adults.

The needs to establish and assure viable financing with appropriate local control operating under acceptable restraints for community service were postulated.

The presentation was concluded with a five-page listing or major problems and issues categorized under the headings of: (1) philosophy, (2) programs, (3) students, (4) staff, (5) accreditation and articulation, (6) governance, (7) financing, and (8) futures.

Abstracter - N.J. Chamchuk

WHAT IS A COMMUNITY COLLEGE?

F.C. Thiemann

If one is to examine the major problems and issues facing the establishment of Canadian Community Colleges, it is imperative that some functional definition be established which reflects one's understandings and attitudes toward such institutions. It is to this end that the following definition is advanced.

Any unique institution,

- which provides post-secondary school educational opportunities to all individuals in a service area by offering a comprehensive transfer, general education, vocational-technical, adult and community service, remedial, and general service programs;

- which emphasizes its interest in helping both youth and adults achieve their potential and thus advance the service area as a whole; and

- which is supported by public funds and yet is locally controlled,

is a community college.

To explicate this definition the following comments and analysis of each item are provided.

A unique institution. This new kind of institution was conceived and developed in North America to meet the needs and expectations of our modern age. While it has roots both in high school and the university, it goes beyond them in being more flexible, less homogeneous, more concerned with the potential of individuals than with the potential of a specialty, more concerned with teaching than with research, and has an "open door" admission policy.

If this institution houses only those who are too old for the other high school students or only provides the lower division programs offered by four year institutions, then it is not unique.

Post-secondary school educational opportunity. Although some programs of this unique institution are two years in length, a number may be shorter and some may be longer. The length of time needed is in concert with the potential development desired. If the need is for a retraining program, it may be as short as two weeks. If, on the other hand, it is to provide an educational opportunity for the culturally deprived student, three or four years may be needed to move from functional illiteracy to semi-professional or university transfer status.

All individuals in a service area. While the "open door" policy for admission has been limited to all high school graduates and anyone over eighteen years of age, there will be need in the future to open the door to any and all who can profit. The fifteen year old high school drop-out, the under-age law violator, the mentally retarded, and the educationally trainable could use not only the facilities, but could profit from more flexible, broader, individual-centered environment and programs. This unique institution, freed from traditional vestments, is in a better position to meet and solve these complex demands.

By serving a geographic area where the majority of the students are commuters, the institution is able to reduce the costs of education and to increase educational opportunity. In some specialized programs, cooperation between institutions may need to be established so that the majority of a student's program is taken in his home institution, thus reducing the time and expense of living away from home. Lack of geographic proximity is one of the major barriers to providing further educational opportunities since it increases costs and more importantly, since the advantages and opportunities of the unique institution are not made visible to those who can best profit.

Comprehensive program. If the unique institution is to serve the needs of a community in a modern society, then its program must be comprehensive. If individuals are to achieve their potential, then they must have an opportunity to change goals as they become more aware of their own abilities and interest. There must be room to explore both up and down. The opportunity and encouragement to shift must be provided for the student in vo-tech to decide he wants to go on to the university and for the student, whose parents wanted him to become an engineer, to change to a technicians course in marine biology.

If we wish to maintain institutions with narrow scopes, we need not attempt to change or add any educational institution. These exist already in abundance.

Transfer program. The easiest and cheapest program to establish, which provides the greatest revenue and requires little creative imagination, is the traditional junior college's transfer program. A number of problems do arise, however. One to one relationship between the transfer course and university course is not only difficult, it is sometimes impossible, especially when the student wants to transfer from one specialty to another or to another institution out of the province or country. The egocentricity of the university also presents problems. It is difficult to expect universities to accept transfer credit from two-year institutions when they refuse to accept credits from other universities even in their own geographic area.

When students have been successful in transferring, they have generally attributed their success to excellent teaching in the lower division subjects, to the personal interest taken in them, and to smaller classes.

Finally, in regard to transfer programs, there is need for the legislature to rule that any course offered as lower division by a senior institution be an appropriate course to be taught in a two year institution and to be accepted as a transfer credit.

General education program. General education is probably the most enigmatic program to be offered either in the post-secondary institution or in a university. Two problems exist in such programs: first, the lack of adequately trained staff and secondly, the difficulty of ascertaining which combination of offerings and experiences will best produce a lasting effect on critical thinking, communication skills, values and habits for social and personal adjustment. At the same time most professionals assert that this aspect of a student's educational foundation is extremely important.

It would seem the unique post-secondary institution would be in an excellent position to experiment with and evaluate a variety of general education programs and to assess them against the level of competence developed in other programs.

Vocational-technical programs. The expectations of parents and peer groups have the greatest effect on directing students to enter a transfer program and to avoid vocational-technical education. And yet, the rapid changes in technology mandates that a greater number of more highly trained technicians be produced. The problem of early vocational counseling may have to reach down into the junior high school if the image and expectations are to be changed. And, this will put an increased demand on post-secondary vocational-technical curriculum planners to determine future employment needs and occupational requirements. Flexibility in the initial

vocational-technical programs will have to be considered so that a later retraining phase will require less time and expense.

Determining what percentage of the student's time will be spent in general and technical education programs will best be met in institutions not bound by the impinging traditional pressures from professional associations and unions.

The programs in the past have ranged from the technical occupation that requires a strong background in mathematics and science (e.g. optical and marine technicians) to others that stress substantial training in the social sciences (e.g. mid-management or law enforcement). In the future greater pressures from community needs will force vocational-technical programs to become applicable to broader areas so that transferability between related areas will be facilitiated.

Two of the major problems facing vocational-technical program development are that colleges are too small (under 2000) and specialized programs are too costly. To meet these problems, duplications of effort between institutions will have to be reduced in esoteric programs. Students, staff and mobile equipment will have to be exchanged and more flexible curriculum will have to be developed to meet a wider variety of demands.

Adult and community service programs. While education is expected to be a continuing process, only in part will it be concerned with keeping abreast of technical and social changes. One of the major emphases in the future will be concerned with leisure activity. These will range from formal periods of instruction to semi-formal social and play groups.

It is not unusual in the United States at the present time for two to three times the number of adult and community service classes to be held in relationship to the rest of the program offerings.

The desire for personal improvement is directly related to upgrading the community as a whole. Any distinction made between programs for personal vs. societal improvement is inane -- for to do one is to do the other. There is no other educational agency geared to meet the variety of interests that are demanded by the community at large.

Remedial programs. The role of providing educational opportunity for the culturally, socially and economically disadvantaged and the functionally illerate is best met in an institution whose primary commitment is to helping each individual attain his greatest potential development. High schools can't wait for the individuals to mature or to be motivated and the university expects this has occurred before the student arrives. The "open-door" institution, however, can be its variety of opportunities, its interest in the person, and its flexibility and adaptability, not only await maturity and motivation but assist its development. One of the major areas of concern for the Canadian Community College should be to focus on this salvage function with its urban, rural and native people. For the wastage in this material resource of talent cannot be tolerated for long. True educational opportunity cannot be a "second chance for the second class." To count the chances given or taken is not to be concerned with the individual but with the expedient. Where "Operations Second Chance," "College Exploratory Program," or "Programs for Occupational Competence" have been attempted, their success can only indicate that greater emphasis will be placed on them in the future.

General service programs. This is a basic program in the unique institution since it includes individual and group guidance, counseling and testing in the academic, vocational and psychological areas within the institution,

while also serving to the limits of its ability and resources the advisory and consultative demands of the larger community.

In any heterogeneous institution, homogeneous treatment is impossible except in small groups and this demands a whole array of specialized staff. To accomplish this seemingly impossible mission, all staff members must assist in the service function. They will advise and assist full and part-time students and will work with community groups on community problems.

Emphasize its interest in helping both youth and adults achieve their potential and thus advance the service area as a whole.

One of the claims of the unique institution is that its primary function is to teach and because of this, many of the instructors are the very best the high school ranks have to offer; others are competent university instructors who prefer teaching to research; still others are experienced business and tradesmen who have a strong service interest. While their backgrounds and interests reflect a diversity of offerings, they must have a single attribute in common -- a keen sense of accomplishment when 'one of theirs' achieves his ambition. They must be interested in the individual's needs and accomplishments.

It is also noted that as needs and abilities are identified, new courses are introduced. It was from this that remedial education programs were developed and that new vocations, such as pollution technologists, came into existence.

By assisting each individual to attain his potential, the level of community aspirations is increased and encouraged and social and economic mobility is advanced.

Public funds and local control. Since financing was discussed earlier today, it will not be treated here except to note the need to develop a sound, adequate formula of financing for current costs of operation; to determine if and what portion of current and capital costs should be born by local service areas; and to establish if the system should be free or fee.

Local control is paramount if the institutions are to retain their uniqueness. To affiliate them with universities will restrict both their flexibility and their adaptability. Also, if the institution is to provide for its service area, then, even though local control does not guarantee such service, it will be in a better position to identify the needs and expectations of the students and the community to the administration and staff. This is not meant to imply that local control is synonymous with complete autonomy. All men and all institutions are to some degree dependent. What is being advocated is that local, elected boards representing the various aspects of the community will need to be established with the freedom to develop their unique institution in line with their service area's need and desires.

Community college. Finally, if a college is able to function as outlined above it will serve its community and be entitled to the name community. In the past the major problems have been that community colleges were too small for the area they served, were too poorly financed and thus could provide only a token program in relation to the tremendous needs. To date, these problems still continue to exist. The colleges are larger and closer together, but the population has increased as have the demands. They are better financed but the emphasis is still on the transfer program. The community service and remedial programs are receiving a pittance compared

to the need. To paraphrase Kierkegaard, "They are no community colleges, they are only institutions attempting to become community colleges."

A LISTING OR MAJOR PROBLEMS AND ISSUES

F.C. Thiemann

The major headings, problems and issues listed below have not been ordered nor are they intended to be either exhaustive or discreet.

I Philosophy - To determine the nature, goals, role and expectations of Canadian Community Colleges and to propose areas for consideration and investigation. Specifically, this may include·

- Establishing an admission policy of either "open door" or selected entrance.

  Special consideration needs to be given to:

  - Age limits, level of ability, past performance, opportunity and experience, area of residence, etc.

- Establishing the concept of uniqueness of function and purpose or an orientation that is public school or university.

  Special consideration needs to be given to:

  - Service role to community as a whole or to one segment, to transfer knowledge <u>per se</u> or to focus on personal development, to focus on one or all of the following:

    occupational, terminal, transfer, remedial, or leisure, to serve as a "cooling out," university screening, or stockpiling function, to be uniquely two year or the first step to becoming a four year institution.

- Establishing which operating procedure best achieves the desired goal:

  Special consideration needs to be given to:

  - Large vs. small service area, institution, classes and program offering.
  - Attendance is to be free or fee.
  - Operating schedules that are flexible or traditional.
  - Completion requirements that attest knowledge and competency or time in residence, number of courses, and grades attained.
  - Acknowledgement of completion by notice, diploma, certificate or degree.

- Establishing institutional relationships with other agencies and institutions.

Special consideration needs to be given to:

- Organizations of a social, cultural, political and economic nature.
- To public schools and institutions of higher learning.
- To industry and commerce.

II Programs - To determine the philosophy, nature, goals, role, and scope and sequence of education programs in Canadian Community Colleges.

Specifically this may include:

Adult Education

- Establish the funding, building requirements, the administration and organization needed.
- Establish who has primary concern for the various aspects of Adult Education (high school, community college or university, service clubs, etc.)
- Establish guidance and counseling needs of adults.
- Establish whether courses are credit or non-credit, grade or no grade, short or long term.
- Establish if programs are for unemployed, employed or the unemployable, training and retraining, etc.

Transfer Education

- Establish if courses are graded or pass-fail, can be challenged, or if students may attain advance standing.
- Establish financial assistancd by governmental study loans, grants, scholarships, or work study programs.
- Establish articulation programs with universities and their departments with high schools and other educational institutions.
- Establish programs for the gifted and the disadvantaged, for pre-college and pre-transfer students.
- Establish follow-up research programs with universities and the work force.

Occupational-Vocational-Technical

- Establish articulation programs with unions and industry, high school and universities.
- Establish cooperative planning programs within the Province and between Provinces.
- Establish entrance criteria.
- Establish forecasts of employment needs.

- Establish whether training is general or specialized, flexible or rigid, pre-apprenticeship, apprenticeship or journeyman.
- Establish the proportion of general education in vocational-technical program.

Community Service

- Establish if provided by demand or allocated by a percentage of total offering.
- Establish whether programs are segregated or integrated into other offerings.
- Establish whether community service programs may be used to challenge credit courses.

Program Improvement

- Establish appropriate counseling and testing programs, programs for evaluating students, instructors, content, methods, and techniques.
- Establish whether instruction is to be large vs. small group, by team teaching, TV, teaching machine, individual instruction, learning drugs, hypnosis, somnolence, or total immersion.
- Establish orientation and in-service programs for community, instructors, and students.
- Establish criteria for instructors, teaching vs. research degrees, institutional vs. provincial certification, specialists vs. generalist.
- Establish whether programs are added and developed on needs or expediency.
- Establish learning materials center requirements and needs, how materials are to be selected, accessibility and study space.

III Students - to determine and evaluate student characteristics in predicting success in the various programs.

Specifically this may include:

- Predictive studies from high school to community college, from community college to university and to work.
- Identify demography characteristics, interests and abilities, and expectations.
- Identify their interest and desires in participation in curriculum planning, instruction, community projects, governance, etc.
- Establish mobility patterns, patterns of program change.
- Establish housing, placement, financial assistance, remedial study and personal service.

IV Staff - To determine best patterns of preparation, selection, evaluation, work load, and compensation to obtain and retain competent instructors and administrators.

Specifically this may include:

- Establish what patterns of preparations and selection are the best by focusing on kind and amount of professional, occupational and academic experience needed.
- Establish criteria of certification, selection, promotion, tenure, merit pay, probation, suspension, dismissal, and conditions of service.
- Establish in-service, professional and educational leave, and evaluation criteria.
- Establish ratio of personal contact with students, staff, professional and scholarly commitment, service to the institution and community.
- Establish teaching aids - students, para-professionals, interns, etc.
- Establish compensation criteria - academic vs. experience, teaching vs. administration, attraction vs. professional salary, equal vs. merit plans, ranking vs. grades ratings, etc.

V Accreditation and Articulation - To determine the value and effectiveness of accreditation and to determine methods of facilitating articulation.

Specifically this may include:

- Establish a National Association of Institutions (e.g. AAJC) or Provincial Association.
- Establish inside or outside evaluation and accreditation.
- Establish evaluation by following success of student.
- Determine if accreditation and instructor and course evaluation are part of the articulation process.
- Establish province-wide system of course naming and numbering.
- Establish whether transfer is direct or by examination.

VI Governance - To determine that system of governance which will best fulfill the role and function of Canadian Community Colleges.

Specifically this may include:

- Establish control by Federal, Provincial or local units.
- Establish if the same or different boards for community and senior institutions.

- Establish whether Federal, Provincial or local staff organizations.
- Establish kind and method of internal governance-autocratic vs. participatory, academic senate vs. consensus.
- Establish governance procedures of single amd multiple campuses.

VII Financing - To determine a sound and adequate formula for financing Canadian Community Colleges.

Specifically this may include:

- Establishing the nature and extent of local and governmental participation in current cost of operation.
- Establishing equal opportunity formulas.
- Determine a free or fee system, resident or non-resident policy.
- Establish system of planning, predicting, etc.
- Establish pattern and method of distribution of funds.
- Determine the cost of meeting needs and objectives in the various programs.

VIII Future of Post-Secondary Institutions - To determine the problems and issues facing Canadian Community Colleges in the near and distant future, to determine their probable dates of occurrence, and to provide a series of solutions and recommendations to policy-makers for their consideration.